

EUCCLID PUBLIC LIBRARY
631 EAST 222ND STREET
EUCCLID, OHIO 44123
216-261-5300

HISTORY OF THE EUCLID PUBLIC LIBRARY

**A Master's Research Paper submitted to the
Kent State University School of Library Science
in partial fulfillment of the requirement
for the degree Master of Library Science**

by

Ann Ravenstine

September, 1994

ABSTRACT

A study documenting the first fifty years of the history of the Euclid Public Library, from 1935 through 1985. Euclid Public Library is the second largest of the seven suburban libraries in Cuyahoga County which are independent of the Cuyahoga County Library system.

The study coincides with a period of rapid growth in Euclid, Ohio, a suburb of Cleveland, due to Euclid's program of industrial development and the population shift from the City of Cleveland to its suburbs.

Based on a review and analysis of the Euclid Public Library's Record of Proceedings from 1935 through 1985, including minutes of the Board of Trustees meetings, Committee Report's, Library Director's Reports, Financial Statements, and Technical Service Reports, a review of histories of other Cuyahoga County library systems and the history of Ohio Library Law, the study examines the growth of the library in the relation to the growth and development of the City of Euclid, and the growth and development of library services in the time period covered.

LE-6-3

The study also examines Euclid Public Library's relationship to the other public library systems in Cuyahoga County, and why Euclid chose to remain independent of the Cuyahoga County Library system.

TABLE OF CONTENTS

Chapter

I.	INTRODUCTION	1
II.	METHODOLOGY	5
III.	THE EUCLID BOARD OF EDUCATION	7
IV.	THE MAIN LIBRARY	12
V.	LIBRARY OPERATIONS	20
VI.	STAFFING	33
VII.	RELATIONSHIP WITH OTHER CUYAHOGA COUNTY LIBRARIES . .	43
VIII.	FINANCING THE LIBRARY	59
IX.	SUMMARY AND CONCLUSION	74
	ENDNOTES	78
	BIBLIOGRAPHY	86

Digitized by the Internet Archive
in 2018 with funding from
Euclid Public Library

I. INTRODUCTION

The purpose of this research project is to study the development of an Ohio school district library in relation to the development of the city which it serves, and also as one of the seven suburban libraries in Cuyahoga County which are independent of the Cuyahoga County Library System. The study reviews the history of the Euclid Public Library's first fifty years, from its establishment by resolution of the Euclid Board of Education in 1935, through its fiftieth anniversary in 1985.

There were no public library services in Euclid until 1925, when the Cuyahoga County Library established branches in two of Euclid's schools. Euclid Public Library was formed in 1935 when Euclid's two Cuyahoga County branches separated from the County system. The library remained a system of branches in the schools until 1958, when the Main Library building was completed. By 1965, less than ten years later, the Main Library building was expanded to nearly triple its original size.

Of the seven suburban libraries in Cuyahoga County which are outside the County Library system, Euclid Public Library is second in size only to Lakewood Public Library. Euclid Public Library is the only independent library in Cuyahoga

County which operates all school libraries in the district. The library continues to maintain two public branches in the school libraries.

In his essay "On the Value of Library History", Jesse Shera emphasized the importance of studying the library as a social agency, an agency of the entirety of the culture.¹ In this way, the story of the development of a public library is an integral part of the story of the community which it serves. The value of a history of an individual library is not only in the story of the development of one particular library. Such a history is also of value as a building block for future general studies, which broaden historical knowledge of libraries and librarianship by synthesizing earlier individual studies.

Studies have been written of the histories of at least four of the other independent libraries in Cuyahoga County, as well as the history of the Cuyahoga County Library system. A principal aim of this study of the Euclid Public Library is to provide an historical building block which presents the growth and development of the library in the context of the growth and development of the City of Euclid. The time period covered coincides with a period of rapid growth in the City of Euclid's history.

In addition, the study of the growth and development of the Euclid Public Library reflects the growth and development of American librarianship and the increasing complexity of providing library services during the time period covered.

Finally, the study examines Euclid Public Library's relationship to the other library systems in Cuyahoga County, and why Euclid chose to remain independent of the Cuyahoga County Library system.

The Euclid Public Library was initially established primarily for financial reasons, due to a change in Ohio law with regard to library funding. Several communities established libraries at this time in response to the new legislation. However, when the Cuyahoga County Library system later consolidated library services throughout the county, Euclid did not follow many other independent suburban libraries such as Maple Heights, South Euclid, and Bay Village, which later rejoined the County Library system.²

Throughout the fifty years covered by this study, decisions made by the Board of Trustees and the response of the citizens of Euclid in support of the library appear to reflect Euclid's image of itself as a city in its own right, with its own economic base separate from the City of Cleveland.

Euclid was formed as a settlement in the 1790's, by the same survey expedition under General Moses Cleaveland which laid out the settlement of Cleveland. But in the 1820's, when the Ohio Canal was built and connected with Lake Erie at the mouth of the Cuyahoga River, it precipitated Cleveland's development as a major American city, while Euclid remained a community of farms and grape vineyards.

Euclid's development as a city did not begin until 1925, when Charles R. Ely was elected mayor on a platform emphasizing improvement of the city's economy. Industrial expansion became the program of development, and a liberal policy was adopted to encourage prospective manufacturing companies. Euclid's population was 3,363 in 1920. By 1930, the population had increased almost 400%, to 12,755, and Euclid was incorporated as a city. By 1947, Euclid had one of the largest industrial areas in Ohio cities of comparable size. From 1940 to 1960, Euclid's population again quadrupled, to 62,998, making it the thirteenth largest city in Ohio, while Cleveland began a pattern of population decline.³ By 1980, over 140 firms, including Euclid, Inc., Chase Brass and Copper, Lincoln Electric Co., Fisher Body, and Reliance Electric, were located in the City of Euclid.⁴

Libraries are now dealing with a rapidly expanding pool of information. Technology for handling this information is also expanding, producing more information and developing systems which enable libraries to share their resources. In the future, it will be important to consider how libraries interact and why individual systems formed separate from a larger system. This can help in determining to what extent they should remain independent of one another, and how they should combine their efforts and their resources.

II. METHODOLOGY

The principal methodology for the study was a review and analysis of Euclid Public Library's Record of Proceedings from 1935 to 1985, which included the minutes of the Board of Trustees' meetings, financial statements, Director's Reports, Committee Reports, and Technical Service Reports. The framework developed from this review and analysis was supplemented by a review of local newspaper articles in connection with the library, particularly during periods of change, a review of the history of Euclid, and a review of histories of other libraries in Cuyahoga County, including the history of the Cuyahoga County Library system. The history of changes in Ohio library law was also reviewed, as well as reports on the problem of allocation of tax revenues among the various library systems of Cuyahoga County.

The final analysis presents separately the historical development of six different aspects of the Euclid Public Library's growth. These aspects are the relationship of the library with the Euclid Board of Education, the development of the Main Library, library operations and public services, staffing, the relationship of the library with other Cuyahoga County libraries, and financial support of the library.

The analysis shows that the development of each of these aspects of the library reflects and is affected by the growth and development of the City of Euclid, the increasing complexity of library services, and the relationship to other Cuyahoga County library systems.

III. EUCLID BOARD OF EDUCATION

Euclid Public Library is the only school district library in Cuyahoga County which includes the operation of all of the school libraries within its administrative structure. On August 12, 1935, the Euclid Board of Education adopted Resolution No. 754, establishing a public library free to all inhabitants of the Euclid City School District and Cuyahoga County, Ohio, and Resolution 755 electing Library Trustees. The Library Board adopted governing regulations on August 14, 1935, and a tentative budget for 1936, requesting the Board of Education to include in its budget the revenue from classified property taxes requested by the Board of Library Trustees for operation of the library.⁵

In 1947, the Library Board requested \$38,300 from the Cuyahoga County Budget Commission for operation of its library system, and despite numerous appeals to the Commission, was allocated only \$15,210 for operating expenses for the year.⁶ In order to assist the Library Board with expenses, the Board of Education voted unanimously to pay the salaries of the Head Librarians in each of the high schools, on the basis of the teachers' salary schedule.⁷ This arrangement has been continued throughout the history of the Board's financial arrangements with the Library.

Until 1953, the Euclid Public Library operated the City of Euclid's school

libraries without a written agreement with the Euclid Board of Education. However, to receive funds from the State of Ohio's intangible tax revenue, the library was required by law to provide services to the public as well as the schools. In order to avoid jeopardizing the library's receipt of funds from state intangible taxes, the Board of Education and the Library Board entered into discussions to establish a formal agreement describing the arrangements between the two boards for provision of library services to the schools. As a basis for this discussion, the Library Board provided detailed descriptions of the working relationships at that time between other municipal library systems in Cuyahoga County and their Boards of Education, including Cleveland Public Library, Cleveland Heights, East Cleveland, Lakewood, and Shaker Heights.

These arrangements varied widely from system to system. In Shaker Heights, the school board provided for all expenses and administration of school libraries, and the library board transferred a specific sum of money to the school board to help defray costs for the school libraries. In all other systems reviewed, the Boards of Education provided space, utilities and janitorial services, and the Library Boards provided supervisory services. Expenses for books and salaries were allocated between the two boards in various manners, in general the boards of education providing for elementary school libraries, and the library boards assuming the majority of expenses for junior and senior high school libraries, and any other schools which were available for public use.⁸

As a result of this discussion and review of other systems, the Euclid Board of Education and the Euclid Public Library Board established an initial working agreement which divided responsibilities as follows:

The Board of Education would provide space, furnishings and equipment in each school for a school library, and, at the Board of Education's prerogative, space within specified schools for public library services. Upon the opening of each new school building, the Board of Education would provide initial book purchases. The Library Board would be responsible for payment of librarians' salaries and the purchase and repair of books and library materials. The salary of the library supervisor would be shared equally by the two boards.⁹

In 1961, a formal agreement between the two Boards regarding library services for the fifteen Euclid public schools delineated responsibilities of the respective boards as follows:

The Board of Education would provide library space, including utilities and custodial services in each school, provide for delivery of all books between the school libraries and the Main Library and all branch libraries, pay the salaries of the Senior High school librarians at teachers' scale, and pay one-half of the salary of the Director of Libraries, the amount of which would be determined by the Library Board. In addition, the Board of Education would pay the Library Board \$25,000 for books and other publications for the school libraries. Such books and other

publications would be owned by the library, and the library would determine distribution of the books.

The Library Board would provide all professional staff for school libraries, except for the professional librarians for the Senior High School. All professional staff, including the Senior High School librarians, would be under the supervision of the library. The agreement also established the right of the Library Board to determine which of the school libraries would be open to the public as branch libraries.

Finally, the agreement provided that if the Cuyahoga County Budget Commission reduced the amount of the library's intangible tax allocation due to lack of reasonableness of the agreement, the School Board would pay the Library Board an amount equal to the reduction by the Commission.¹⁰

This remained the basic format of agreements between the two Boards through 1985, with continuing adjustments in the financial arrangements.

In 1967, the agreement was altered so that the professional librarians at the three junior high schools would be hired and compensated by the Board of Education in addition to the Senior High School librarian. These librarians would all be under the supervision of the library. The amount paid to the Library Board for books and periodicals provided to the school libraries was \$35,000.¹¹

By 1978, the specific sum for books and periodicals was eliminated, and an agreement for a single annual sum to be paid toward library operations by the Board of Education was established, in the amount of \$160,000.¹²

This sum continued to rise over the years even as the number of Euclid schools declined. The first formal agreement in 1961 covered 15 schools and provided \$25,000 for purchase of books and other publications. By 1980, three elementary schools had been closed, reducing the number of schools to twelve. The 1980 contract provided for an annual payment to the Library Board of \$189,000.¹³ In 1982, one of Euclid's three junior high schools was closed, reducing the number of schools served to eleven, and the Euclid Board of Education paid the Library \$200,000. Also in 1982, the Library negotiated to purchase health care coverage for its employees through the School Board's hospitalization plan.¹⁴

In 1985, the contract with the School Board still covered eleven schools, and the amount paid by the Board of Education to the Library was \$275,000.¹⁵

IV. THE MAIN LIBRARY

The Euclid library system served the public solely through branches at three of the school libraries, from its establishment in 1935 through 1957 when the Main Library building was constructed. The Board of Trustees first acted on the idea of having a Main Library building in June, 1946, with a request to Euclid City Council for "a portion of the Lake Shore Euclid Park frontage for the purpose of erecting a public library and community building".¹⁶

In 1948, the library began receiving funds from Euclid's new library levy, and the Board began a savings program to build a Main Library by creating a Special Building and Repair Fund and setting aside \$18,500 from the unencumbered surplus in the General Fund at the end of the 1948 fiscal year.¹⁷ Funds continued to be set aside for this purpose each year. When construction began on the new library in 1957, the Building Fund had in excess of \$262,000¹⁸ and the new library was built using these funds, without a bond issue for its construction.

In 1953, a Planning Committee was appointed, and the Board authorized up to \$500 for the assistance of the City Library Consultation Services in planning a Main Library facility.¹⁹

The request to the City of Euclid for land on Lake Shore Boulevard for a Main Library building was renewed in 1954, in the form of a letter to Euclid's Mayor, Kenneth J. Sims. The letter included detailed arguments for the necessity of a library building, with emphasis on Euclid's rapid growth. The board pointed out that since the library's original request in 1946, the population of Euclid had grown from 34,000 to 56,625, and school enrollment had expanded from 5,144 to 8,665. There were 16,179 residential units in Euclid, and it was estimated on the basis of vacant acreage and unimproved lots the population could rise to 67,115, and potentially 90,000. The letter cited the library's increased circulation figures and number of volumes, from circulation of 198,225 in 1946, to 340,940 in 1953, and the number of volumes increasing from 23,132 to 80,807 in the same period. The letter also emphasized the need for library services for the expanding industry and commerce in Euclid, and closed by praising the City Council on development of recreational programs, stating that the community should also "be afforded the means to develop its intellectual, cultural and aesthetic aspirations."²⁰

In addition, the Board detailed the reasons for the request of the specific site, emphasizing that there would be ample space for a library and community meeting house for cultural events, with ample parking, that the location was in the heart of Euclid's shopping area, and was a terminal for principal bus lines.²¹

A Library Committee met with City Council, and it was determined that the requested site must be eliminated from consideration due to a proposed sewer

construction in that area. The Board then requested that the Board of Education donate a parcel of its land on East 222nd Street next to Euclid Senior High School for the site of the Main Library building, stating that the space available to the public in the nine school libraries was inadequate for library service to the City of Euclid.²² This request was granted, and the land was conveyed from the Board of Education to the Library Board in May, 1956.²³

The Board now had \$175,000 in the Building Fund, and expected to have \$225,000 by the end of 1955. A resolution was passed to engage the architectural firm of Fulton, Krinsky & Dela Motte to design a library building at the 222nd Street site. The cost of the structure, including architectural fees, equipment and landscaping, was not to exceed \$225,000.²⁴ In announcing the plans, the local newspaper emphasized that funds for the building had been set aside by the Library Board and that no bond issue would be needed, and observed that the new building would "bring our community library facilities in line with Lakewood, East Cleveland, Cleveland Heights, and Shaker Heights, suburbs which already have municipal libraries".²⁵

The bids for construction were accepted on November 27, 1956, and contracts awarded on December 1, 1956.²⁶ The new library would be of concrete block and brick veneer construction, the design matching the architecture of the high school next door. It would be nearly 14,000 square feet, with a main reading room, a children's collection and a meeting room for up to 35 people available to civic

groups. The building would also house the office of the Library Director and the Clerk-Treasurer of the Library Board, plus space for ordering, processing and cataloging library materials. The entire system of school libraries would be administered from the new building, but the emphasis of the Main Library would be adult library service. Plans for the library building included provisions for two future wings, which would include a public auditorium and an expanded technical services area.²⁷

The new building was dedicated on February 2, 1958. Over 700 visitors attended the opening, and the next day 400 adults registered for library cards at the new library.²⁸

In the spring of the following year, it became apparent that there was a drainage problem on the grounds of the new building. The Board engaged the services of the engineering firm Frank Thomas and Associates to survey the library grounds and make recommendations for correcting the problem.²⁹ It was necessary to install an additional drainage system, at a cost of \$4,500, to prevent flooding and damage to the building. In the opinion of the engineers hired by the Board, the problem was due to a design flaw. The architects should have designed the building at a higher elevation, which would not have added to the overall costs of construction.³⁰ The architects replied that they were not instructed or authorized to include a drainage system in the design of the building.³¹

A Special Committee of the Board met with representatives of the architectural firm and the engineering firm on November 21, 1958, to gather facts and make a recommendation to the Board. The Committee concluded that it would be difficult to prove negligence on the part of the architects. Although it had been called to the architects' attention when the foundation was being poured that the elevation seemed too low, they had checked it at that time, and it was within specifications. The engineers had pointed out that more than one elevation point should have been checked.³²

The dispute between the Board and the architects lasted more than two years. In 1959, the City of Euclid Law Department rendered the opinion that the architects had, in fact, been negligent in the design and supervision of the construction of the library building, and should reimburse the Board in full for the cost of the additional drainage system. The Law Department offered to institute any necessary legal proceedings on behalf of the Board.³³

In September, 1960, the Law Director of the City of Euclid met with the architects regarding the Library Board's claim. The architects' position was that under the contract, the Board was to furnish a complete and accurate survey of the building site, and that they had every right to rely on the accuracy of the survey. The Law Director took the position that they were negligent in not making a more thorough investigation of the bench mark when it was pointed out that the foundation appeared to be too low. The architects then offered to waive payment of their

final billing of \$1,124 in order to settle the case, and the Law Director recommended that the Board accept the settlement offer.³⁴

After meeting with the architects, the Building Committee also recommended that the Board accept the settlement, although noting that they did feel that Fulton, Della Motte and Associates were negligent in supervising the construction of the building. The Committee also recommended that should the Board accept the settlement and withdraw their legal action against Fulton, Della Motte and Associates, the firm would then be recommended by the Committee as lowest bidder to design the master plan drawing for the subsequent library building expansion.³⁵ Both recommendations were accepted by the Board, and the Committee was authorized to negotiate with Fulton, Della Motte and Associates for master plan drawings of the library expansion.³⁶

On March 22, 1961, Mr. Edward Larson of Fulton, Dela Motte and Associates met with Andrew Karabinus, Chairman of the Building Committee, Miss Avis Lane, Director of the Library, and other representatives of the Board to discuss the expansion plans for the library's main building. They requested that the architect design an ultimate future plan for the library, regardless of cost, so that the amount of space to be requested from the Euclid Board of Education would be known. The architect was informed that the entire expansion would be done in stages as money was available.³⁷

The plans were to include a meeting room for 150 people, including kitchen facilities, a new reading room to double the current seating capacity, a children's reading room, a new work room for 15 people, three offices adjacent to the work room for administrative staff, storage room for seven years of issues of 35 magazines, a storage room for supplies, an office for the head of the Main Library, a storage room for 20,000 books to be loaned out to branches, a stack room for 30,000 volumes, a separate reading room for business and technology, a room for microfilm reading, a room for mending and repairing books, and a conference room.³⁸

On April 8, 1963, just five years after the new library was dedicated, initial expansion plans were presented to the Board by the Building Committee which would nearly triple the size of the present building, from 11,517 square feet to 28,000 square feet. Reading room space would be nearly doubled from 4,000 to 7,800 square feet. Stack areas would be added for books to be lent to school libraries and for magazines, and the current stack area would be increased from 40,000 to 100,000 square feet. In addition, the work room, utility area and administrative area would be increased, and a 1,620 square foot meeting room would be added. The Building Committee presented a study of needed space based on the Library Building Guide Standards from The American Public Library by J.L. Wheeler. Based on these standards, the Committee judged that the standard for Euclid Public Library should be 38,500 square feet of floor space.³⁹

Additional land for the expansion was conveyed by the Board of Education

to the Library Board in 1963⁴⁰ and final plans were approved by the Board on May 10, 1965. The expansion was completed in 1966.⁴¹

In March, 1981, Aaron Cohen, a library consultant, was hired to develop design schemes and a cost analysis for opening the library's stack area, removing non-weight-bearing walls, providing access and toilet facilities for the handicapped, and closing the entrance on East 222nd Street.⁴² The toilets for the handicapped were completed in 1982⁴³ and in 1983 the architectural firm of Larson and Nassau was hired to prepare specifications for the alterations recommended by Mr. Cohen, to be completed in 1985.⁴⁴ Because bids received on the initial plans in October of 1984 were too high, the plans were re-worked to keep the remodeling project within budget. Revised bids were accepted and contractors chosen in January, 1985.⁴⁵

This last phase of remodeling, completed in October, 1985, expanded the building to 45,000 square feet, including a new periodical room and a new front entrance. The total cost of this remodeling project was \$550,000. Opening ceremonies coincided with Euclid Public Library's fiftieth birthday celebration week, December 1-8, 1985.⁴⁶

V. LIBRARY OPERATIONS

Public Services

Before Euclid's library system had a main library facility, library services to the public were offered through several of the school libraries, which served as public library branches.

In addition to recreational reading materials, these branches offered reference materials and books to support adult night school classes offered at the schools, such as classes in crafts, parenting, investments, and public speaking, in addition to job training classes such as automotive repair and mechanical drafting.⁴⁷ These libraries also offered special programs for children outside of school hours, including film classics, children's story hours, art exhibits, and summer reading programs.

These and other library activities, such as travelogues for adults and music appreciation lectures, were supported by coverage in the local newspaper, the Euclid New-Journal, which also covered library news such as the naming of the Library Director Avis Lane to the Notable Books Committee⁴⁸ and featured articles about types of materials available at the library, and most popular books circulated.⁴⁹

In 1975, the Euclid News-Journal began a special library column, "Euclid Public Library This Week" featuring library activities and programs, descriptions of memorial books donated to the library, materials available in specialized sections of the library, such as investment services and marketing guides in the business section, and other special materials such as a sewing pattern exchange, books available for adult evening classes, travel guides, and copies of plays available to coordinate with a series of plays being featured on Cleveland's public television channel. The column also kept the public informed of hours at various branches, holiday hours, and other changes in library operations, such as the new system for daily due-dates begun in 1976. Prior to the adoption of the daily due-date system, all books were due on Wednesday of each week.⁵⁰

The Board of Trustees adopted the Library Bill of Rights and the School Library Bill of Rights in April, 1972, as the basic foundation for the library's book selection policy.⁵¹

In 1973, the Euclid Public Library Board entered into a Revenue Sharing Contract with the City of Euclid under the Federal Revenue Sharing Act to finance library services to shut-ins in the city of Euclid.⁵² A local automobile dealership loaned a car to the library for use by the shut-in service.⁵³ In 1975, Euclid Library's shut-in service took over library service to Euclid General Hospital, formerly provided by the Cleveland Public Library.⁵⁴

In March, 1980, the library purchased the Dial-a-Story service, which operated on a 24-hour daily basis.⁵⁵ The service was popular that year, receiving 4,788 calls in April, the first month of operation, and reaching its peak in June, with 6,148 calls.⁵⁶ The Director's report in April of 1982 indicated that Dial-A-Story was still thriving, although there were not as many calls as in the beginning.⁵⁷

In April of 1980, the library began publishing a pamphlet of quick reference telephone numbers compiled by the Main Library staff. An initial printing of 10,000 copies were made available to the Downtown Euclid Association for distribution to the community.⁵⁸

The library became an agency for voter registration in October, 1980. The Director's Report indicated that many people registering to vote had never been in the library before, and about twenty people registering to vote also applied for library cards.⁵⁹ Under the agreement with the Board of Elections, pursuant to Ohio Revised Code, Section 3503.12, voter registration was made available through the Main Library and the branches which were open to the public. Library personnel trained and deputized by the Board of Elections were to be scheduled during all regular hours of library operation. The library was to report monthly on the number of registrations. The Board of Elections provided all necessary forms, and advance copies of all legal notifications required, as well as additional personnel during seasonal periods of heavy registration. The library was to be reimbursed \$150 by the Board of Elections for its voter registration services.⁶⁰

The library began opening on Sundays in 1982. The Board first authorized Sunday hours at the Main Library on a trial basis from March 7 through May 23, 1982, with payment of overtime to staff working on Sundays.⁶¹ On the first Sunday opening, 285 people visited the library, and circulation was 474.⁶² Sunday hours were considered a success, and the policy was continued, with the exception of summer months, from June to August each year. In 1985, the Board discontinued overtime pay for Sundays, making it a part of the regular 40-hour work week.⁶³

As Euclid's population base began to age, the library expanded special service programs to senior citizens. In 1982, these services included free income tax services to golden agers by golden agers, afternoon travel film and slide programs, and book depositories at senior citizens apartment complexes.⁶⁴

The library first offered a micro computer for use by the public in 1983. The computer was purchased by the Friends of the Library, and access to the computer was by reservation, for one-hour periods, free of charge.⁶⁵

Included in the expansion of the Main Library in 1966 was the Michael Wach Forum Room. In addition to library-sponsored programs, the room was made available to the public for meetings of organizations. In 1967, 182 meetings were conducted in the Michael Forum Room, attended by 4,538 people. By 1975, 7,159 people had attended 201 meetings⁶⁶, and in 1980, 6,985 people attended 243 meetings.⁶⁷

Friends of the Library

First organized in 1961 by the Euclid Kiwanis Club, the Friends of the Library was formally re-activated in 1981 to raise money, campaign for library levies, and act as a public relations arm of the library. The resolution adopted by the Board in 1981 was a policy statement regarding Friends of the Library, and included a statement that expenditures of public funds for public relations was limited in scope by law, and that, therefore, public relations programs adopted by Friends of the Library would not be tied into the budget of the Euclid Public Library. The resolution outlined the relationship between the library and the Friends organization, specifying that projects conducted by the Friends must be approved by the Library Director and the Board of Trustees, that library personnel could only act in an advisory capacity to the Friends organization, and that members of the Friends could not assume duties of library trustees.⁶⁸

Library Service Arrangements with Public Universities.

Euclid Public Library twice entered into contracts with public universities to provide library services to university students. In 1962, the library entered into an agreement with Kent State University for provision of library and reference services to students enrolled in Kent State's Euclid Academic Center. Services were to be provided to all students enrolled at the academic center without regard to the student's place of residence. Under the agreement, funds would be provided by Kent State for purchase of specialized reference materials not currently available at the

library, as recommended by subject departments of Kent State. In return for services rendered by the library, the reference materials purchased from Kent State Academic Center accounts would become the property of Euclid Public Library, and remain part of the library's permanent collection. The agreement, adopted by the Board of Trustees on November 12, 1962, was to be effective for one calendar year from the date of signing. As an addendum, the agreement included enrollment statistics from the Kent State Academic Center, indicating that 171 of the 431 students enrolled were Euclid residents. Other students were residents of Cleveland and various eastern suburbs of Cleveland, but the enrollment of Euclid residents was more than twice that of Cleveland or any other individual suburb.⁶⁹

In 1968, the library entered into an agreement with Cleveland State University to provide library services to the University's Euclid Branch students. The University paid \$6,000 for the 1968-69 academic year, to be used for books and services to Cleveland State University students. The University also agreed to provide twenty hours per week of student labor to the Euclid Public Library staff.⁷⁰ The agreement was later clarified to state that Cleveland State University would retain title to the books purchased to date (January 31, 1969) and that such books would reside in the Euclid Public Library on a long term loan basis. Additional books purchased for the duration of the contract would remain the property of Euclid Public Library.⁷¹

Cataloging

From 1958 through 1971, the Euclid Public Library contracted with the Cuyahoga County Library for cataloging services. The Board of Trustees entered into an agreement with the County Library for cataloging during the year 1958 for \$9,495, with the understanding that Euclid would "make every effort to start doing our own cataloging in 1959"⁷². Under a new contract signed in 1959, the County Library agreed to classify and catalog new acquisitions and the current backlog of uncataloged books in conformance with County Library procedures, furnish card stock, and provide one set of catalog and cross-reference cards to Euclid Public Library. The fee for these services was set at \$.45 per title.⁷³ This contract was renewed each year through 1971, with the price reduced in 1966 to \$.40 per title.⁷⁴

In October, 1975, the Board of Trustees approved the library's membership in the Ohio College Library Center (OCLC). OCLC completed work on Euclid Public Library's profile from information submitted by the library, and training of the librarians was completed in April, 1976. By July 1, 1976, a system had been established by the librarians for cataloging through OCLC, and reports were produced from that date forward. The initial report presented to the Board in October, 1977, indicated that as anticipated, use of OCLC considerably reduced the number of staff members needed for cataloging. The report stated that at the beginning of 1976, immediately prior to installation of OCLC, eight and one-quarter staff members worked in cataloging. By the end of 1976, the number was reduced to six and one-quarter, and at the time of the report in October, 1977, five staff members worked on

cataloging. The report also stated that the staff reductions were accomplished by transfer and retirement. Salaries for staff working in cataloging decreased from \$64,525 in 1976, and \$54,748 in 1977, and were estimated to be \$53,978 for 1978. These numbers were not adjusted for salary increases granted during this period. A comparison of cataloging costs, including current salary and benefit levels for 1978, the cost of supplies, and OCLC fees, indicated a savings of approximately \$14,000 for 1978.⁷⁵

The report also cited other advantages to the use of OCLC, including more comprehensive and more legible catalog cards, elimination of tedious staff duties, and more efficient operation of the cataloging department. In addition, the reference staff was able to use the OCLC terminal for interlibrary and patron requests, and Euclid Public Library became known to an increasing number of other libraries through its OCLC listings.⁷⁶

Computerized Charging

In 1983, a Committee appointed by the Board to study computerized charging visited the Cleveland Public Library and Cuyahoga County Library to study those systems. The alternatives reviewed by the Committee were to join either the Cleveland Public Library or the County Library system, or to purchase their own system.⁷⁷ The decision was made to join the Cleveland Public Library system at a cost of \$30,000 per year.⁷⁸ The library began entering its book holdings onto the

Cleveland Public Library system on November 10, 1984. It was anticipated that it would take a minimum of one year to enter all holdings. The library decided effective January 1, 1985 to change their loan period and overdue fine policy to conform with other libraries on the system.⁷⁹

Five-Year Plan

In September, 1978, the Board approved seven objectives for development of a five-year plan for the library. These were are follows:

1. Strengthen resources in order to provide comprehensive library services for the City of Euclid,
2. Focus plans for growth, expansion and capital expenditures on the Main Library,
3. Maintain salaries and fringe benefits competitive with those of comparable library systems,
4. Introduce modern technological methods for circulation, cataloging and book location,

5. Expand community outreach services in directions indicated by changing community trends,
6. Actively pursue Affirmative Action objectives, and
7. Continue relationship with school libraries, providing a level of support from levy income compatible with plans for growth of the Main Library.⁸⁰

Recommendations for the five-year plan were solicited from the library staff and from the public. A community survey was conducted in two successive issues of the Euclid News-Journal, which reached 77% of the households in Euclid. Suggestions from the survey included developing a program to teach library use to adults, conducting regularly scheduled library tours, and developing a speaker program to be combined with community adult education.⁸¹

Over the following year, the plan was discussed by the Board and its committees, including a full-day retreat by Board members for discussion of the plan. On September 10, 1979, the Board adopted a Five-Year Plan of goals and objectives. The plan was to be reviewed each year, and adjustments made according to library income.⁸²

The Plan listed specific goals and assigned priority numbers in ten specified areas:

1. Technical and Procedural - implement an electronic charging system and an on-line terminal for participation in OCLC, and automate the Clerk-Treasurer's office.
2. Plant Development - hire a library consultant to recommend expansion plans for the Main Library, modify the Main Library to accommodate the handicapped, establish a program of Main Library maintenance, and remodel school and branch libraries.
3. Building Fund - utilize funds for plant development, automation of the library and modernization of the branch libraries.
4. Community Service - respond to issues raised through public surveys and employ a public relations coordinator to open channels of communication with the community and promote services and programs of the library.
5. Income Projections - assume increases of 7 to 7-1/2% in intangible tax income, \$5,000 per year in levy income, and \$15,000 to \$20,000 per year from the Board of Education.
6. Expenditures - Increase expenditures for library materials at 15% per year, and assume salary increases of 10% for each of 1980, 1982, and

1984, and 7% for the years in between, 1981 and 1983.

7. School Libraries - Continue agreement with Board of Education, assuming that the contribution for library service, currently at \$200,000 per year, will level off at \$100,000 per year by the end of the five-year period.
8. Collection Development - Increase adult book collection to 160,000 volumes and juvenile collection to 40,000 volumes, expand local history material, add journals and special interest magazines to the periodical collection, increase microfilm, records and films collection, and the shut-in collection. Budget projections were included for each of these collection development goals.
9. Staffing - Add a public relations coordinator, increase personnel for shut-in service, and add a full-time clerical person for the reference department and a full-time typist for the Main Library.
10. Staff Development - encourage staff participation in library-oriented programs sponsored by ALA, OLA, CAMLS and others, and improve communication between staff, administration and the Board of Trustees.⁸³

Many of the objectives stated in the Five Year Plan were accomplished by 1985, including the electronic charging system, expansion of the Main Library and accommodations for the handicapped, expansion of the adult and juvenile book collection, and development of an incentive program to encourage staff members to attend professional meetings.

VI. STAFFING

The initial staff hired by the Euclid Library Board in October, 1936, included three librarians for Shore School, two librarians for Euclid Central School, one librarian for Roosevelt School, a clerk, and a boy to deliver books.⁸⁴

In December, 1936, the Board sought trained librarians living in Euclid, through the following newspaper advertisement: "Will appreciate having all trained librarians who live in Euclid register with Miss Sefcik at the Euclid Public Library Board."⁸⁵

In their 1936 agreement with the Euclid Library Board, the County Library committed to pay \$500 per year toward the salaries of the librarians hired for the three schools, and to provide supervision services by Miss Cameron of the County Library, for which the County library would be reimbursed at the rate of \$25 per month.⁸⁶ The Euclid Public Library Board voted on March 22, 1937, to dispense with Miss Cameron's services "for financial and other reasons"⁸⁷ and authorized supervision of the library employees by Library Board President S.D. Foster.⁸⁸ Miss Elma A. Whitney was then hired as Head Librarian on August 6, 1937.⁸⁹

Miss Whitney served as Head Librarian until 1940. Over the next 45 years,

Euclid Public Library had only two Directors. Miss Avis Lane served as Director from 1940 until her retirement in 1966, and was succeeded by Mr. Joseph Bana, who remained Director of the Library until his retirement in December, 1985.

In May, 1940, the Board passed a resolution that "at the present time there are no married women employed by the Euclid Library Board. Furthermore, the Euclid Library Board does not deem it advisable to hire married women, or retain in their employ women who get married while in the employ of the Euclid Library Board."⁹⁰ This resolution was rescinded in August, 1940, by Resolution No. 318.

The staff continued to expand with the gradual expansion of the school system and the library system, and in January, 1954, the Library Board first adopted a salary and classification system for the library's sixteen full-time and seven part-time employees. Under this schedule, salary was graded according to one of four classifications and the employee's years of experience. The four classifications were Professional, for professional librarians with five years of training or equivalent; Professional Assistant, college graduates with some library experience; Senior Assistant, employees with some college training and some library experience; and Junior Assistant, employees with no college and little or no library training, but who were typists and qualified to handle library procedures.⁹¹

Annual salaries under these classification ranged from \$2,100 per year for a Junior Assistant with one year of experience to \$5,050 for a Class I Professional with

twelve years of experience.⁹²

By 1957, when the Main Library began operations, the Library Board employed twenty-four full-time and eleven part-time employees. The classification schedule was refined at that time to include four levels of Professional Librarians, consisting of Class I, Non-Supervisory; Class II, Elementary and Junior High School, and Main Assistant in charge of processing; Class III, Public Branches, High School, Reference and Technical; and Class IV, Head of Main Library and Head of Technical Processes. Each Class was subdivided into ten steps, based on the librarian's experience. The second staffing category was Sub-Professional, and was divided into Senior Aide and Junior Aide at branch libraries, and Junior Clerk and Senior Clerk at the Main Library. These classes were also subdivided into ten steps, with incremental increases in salaries. The annual salaries in 1957 under this classification system ranged from \$2,400 for a Junior Aide with one year of experience to \$5,650 for a Class III Professional with ten years experience.⁹³

Beginning in 1959 and through 1965, salaries for librarians were largely determined in response to competition with other libraries for professional librarians.

In 1959 the Wage Survey Committee appointed by the Euclid Public Library Board recommended a 10% increase in the 1957 salary schedule in order to bring salaries in line with the County Library starting wage rate for professional librarians of \$4,300 per year. The committee reported that this salary compared

favorably with prevailing starting salaries paid to school teachers and other professional people with bachelor degrees. In connection with this increase, the Committee recommended up-to-date job descriptions to correspond with County Library practices, and an annual appraisal and review system for employees.⁹⁴

In 1963, due to a shortage of professional librarians, the Personnel Committee of the Library Board recommended a 12% increase in the salary for beginning professional librarians. The Committee cited the higher starting salaries of other professional fields and the 59% increase in tuition costs for library school over the past six years as causes for the shortage of library school graduates to staff growing library systems throughout the country. The new starting salary of \$5,600 per year for library school graduates had already been approved by other library systems in the County, and the Committee stated that Euclid Public Library would not be able to hire any new graduates if this salary schedule were not approved. In connection with this increase, it was agreed that the current professional staff must also be given a mid-year increase in order to have their salaries in line with the new starting salaries. The Committee noted that the amount of salaries in relation to the total operating budget at Euclid Public Library was lower than the norm. Euclid Library's salaries were 59.8% of the budget, compared to an average of 62% for other Ohio libraries, and 65% nationally.⁹⁵

Competition for new library school graduates continued. In 1965, the Cleveland Public Library reported to Euclid Public Library's Personnel Committee

that it intended to raise its starting salary for new library school graduates to \$6,000 per year in order to compete with other large city libraries when it began interviewing at library schools. The report cited starting salaries of \$6,290 for the New York Public Library and \$6,360 for the Los Angeles Public Library, and stated that in order to recruit needed staff for the future and retain current experienced staff, the Cleveland Public Library felt that the \$6,000 starting salary was essential.⁹⁶

The Personnel Committee also submitted a report to the Board which indicated that other libraries in the county would be following Cleveland Public's policy for starting salaries. In response to this report, the Euclid Public Library Board authorized a \$6,000 starting salary for beginning professional librarians. This amount was equal to one-half of the \$12,000 salary paid to Miss Avis Lane, the Director of the library system, in the previous year.⁹⁷

Beginning in 1973, the Euclid Public Library Staff Association began submitting requests to the Board regarding salaries and benefits.⁹⁸ A letter from the Staff Association in 1978 requested a 9% increase, which would include cost of living and merit raises. In response, the Board granted a 6% increase by job grade, with approval of merit raises above this increase.⁹⁹

In 1980, the Staff Association began requesting direct meetings with the Board regarding salaries and benefits. The audience participation section of the minutes of the October 13, 1980, meeting indicated that a representative of the Staff

Association requested a meeting with the library administration and the Personnel Committee of the Board for an open discussion of the Association's salary and benefit requests, and a subsequent written explanation regarding the Board's final decision on each request made. This request was refused by Mr. Portman, the President of the Library Board, who indicated that "the administration deals with the Board and the staff should deal with the administration".¹⁰⁰ In agreeing that the Personnel Committee could meet with the Staff Association if it chose to do so, he reiterated that the day-to-day operation of the library is in the hands of the library administration rather than the Board.¹⁰¹

In 1981, in a letter directed to the Library Director, with a copy to the Board, the Staff Association again requested a new framework for annual bargaining, proposing that a Negotiating Committee of the Staff Association meet with the administration and the Board. The letter also requested a 12% salary increase to keep pace with the 12.9% increase in the Consumer Price Index, an improved health care package, and two additional personal days for staff members. In response, the Board concurred with Mr. Portman's recommendation that the library administration meet with the Staff Association's Negotiating Committee and the Director report on the meeting to the Personnel Committee.¹⁰²

Subsequent salary increases through 1985 were approved by the Board on the recommendation of the Director.

Personnel Policies

In December, 1973, the Library Board adopted a formal library personnel policy statement. Prior to that time, the only formally adopted policies with regard to employees, other than those in connection with salaries, were policies establishing a sick leave policy in 1955, and a vacation time policy in 1962. The formal personnel policy statement adopted at the end of 1973 outlined procedures for hire and probationary periods for new employees, including a non-discrimination policy, and a prohibition against relatives being assigned to the same agency. The Library Board did not issue contracts, but employees were subject to the Unclassified Civil Service Law of the State of Ohio. Professional librarians in the secondary schools were employees of the school system and under contract to the Euclid Board of Education.

This policy statement included procedures for rating personnel at least annually, and also at times when an employee was being considered for promotion, or if the employee's work or conduct was unsatisfactory. Ratings reports were to be kept in the employee's personnel file. The policy established that the incremental salary increases within each employment classification were contingent upon a satisfactory rating report. Procedures were also described for promotions and transfers, including posting of openings for full-time positions by the Director. Procedures for dismissals and suspensions were established, with detailed reports of interviews to be included in the employee's personnel file. Grievances which could not be resolved between an employee and supervisor could be referred to the Director at the employee's request, or referred to the Staff Relations Committee of

the Staff Association, which could report directly to the Board of Trustees.

Procedures for retirement, benefits and privileges, including vacation and sick time, holidays, leaves of absence and health coverage were also outlined for both full-time and part-time employees. Maternity leave could be granted for up to one year.

A final section covered policies with regard to attendance at meetings and conferences, and other professional activities, including public appearances by employees, and policies with regard to payment of expenses for professional conferences.¹⁰³

In 1975 a formal policy was adopted detailing the roles of the Board of Trustees, the Personnel Committee of the Board, and the Director of the Library in the employment and discharge of professional librarian personnel. The resolution stated that:

The policy appears necessary because in a growing number of instances an employee apparently is not content to leave the matter in the hands of the Director, so that ultimately the Board may have to answer legally for all actions the director takes in hiring and firing of professional and pre-professional personnel. Furthermore, because of the demands of Affirmative Action, the Board must begin to review more closely the patterns of professional hirings recommended by the Director.¹⁰⁴

The policy statement emphasized that the role of the Director was to make recommendations to the Personnel Committee regarding appointment and discharge

of all staff members. All appointments by the Director would be temporary until approved at the next meeting of the Board. The Director was to submit information regarding temporary appointments to the Personnel Committee, including education and previous experience of the appointee, complete reference data, and the Director's evaluation. Suspension of a staff member would be made only as an emergency measure until the next Board meeting. If dismissal was being recommended, the Director must notify the staff member of the dismissal recommendation and the series of incidents upon which the recommendation was based. The Director must supply all pertinent information to the Personnel Committee, including supporting data or opinions of others regarding the suspension or dismissal recommendations. Dismissal recommendations must also include a summary of warnings to the employee, along with dates and topics discussed.

The role of the Personnel Committee was to review information submitted by the Director regarding appointments and suspensions or dismissal recommendations and make its recommendation to the Board. The Board's role would be to finalize or cancel all temporary appointments made by the Director. In connection with suspensions, the Board was to either uphold the suspension, reinstate the employee, rule on the recommendation of dismissal, or recommend probation of the employee.

Employees had the right to argue their case through a letter which would be submitted to the Personnel Committee along with the Director's recommendation.

If the employee requested a hearing, his request should be granted and the hearing held by the Personnel Committee.¹⁰⁵

The formal personnel policy adopted in 1973 and the adoption of the formal policy regarding the roles of the Director and the Board in connection with appointment and dismissal of employees coincided with the dismissal in May, 1973, of Mr. Arthur Neuman, a reference librarian who had been with the library for five years,¹⁰⁶ and the subsequent lawsuit filed by Mr. Neuman. Reference was made in the minutes of Trustees' meetings throughout 1973 and 1974 to the status of Mr. Neuman's case and subsequent appeal, but no references were made to the specifics of the suit. After the Court of Appeals ruling in May, 1974, and meetings between the Library Director and the Equal Employment Opportunity Commission, the Board authorized the Director to sign an agreement with the Equal Opportunity Commission to "establish goals and a time table for the recruitment, hiring and upgrading of males into clerical, pre-professional and professional positions."¹⁰⁷

VII. RELATIONSHIP WITH OTHER CUYAHOGA COUNTY LIBRARIES

Cuyahoga County Library System

Euclid's first libraries were established by the Cuyahoga County Library in 1925 in Euclid Central and Shore Schools, under the newly established Cuyahoga County Library Department's program of providing public library services to residents of the County.¹⁰⁸

In 1935, the Euclid Board of Education established its own library system in response to a new law which provided support for public libraries through the institution of a county intangible tax. This legislation provided that any library board which would make the services of its library available to all residents of the county could apply to the county budget commission to receive funds from the intangibles tax.¹⁰⁹

School district libraries could be formed by action of local boards of education and could then apply to the county budget commission for a share of the intangibles tax distribution. Euclid was one of several new school district libraries formed in Cuyahoga County as a result of this change in the law, particularly in heavily populated districts with good intangible tax receipts, such as Cuyahoga County. From 1935 through 1938, eight such school district libraries were formed in

Cuyahoga County due to the availability of county intangible tax funds. In addition, the Cuyahoga County District Library continued to provide services to these communities in accordance with the new law. However, because funds for all libraries, including the County Library, came from the same source, this situation threatened the disintegration of the County Library due to limited funds.¹¹⁰

To remedy this situation, in 1947 the Ohio General Assembly changed the library law to provide that new public libraries could only be established on a countywide basis. Libraries already established under the previous law would be permitted to continue, but no taxing authority other than a county could establish a new library.¹¹¹ Although over the next few years most local libraries merged back into the Cuyahoga County system, Euclid was among those which continued to maintain a separate library system. The County Library brought some of these libraries back into the county system by establishing them as regional branches. Euclid was among those originally considered for a regional branch in 1948,¹¹² but there was no evidence in the Euclid Library Record of Proceedings that such an offer was ever considered by the Board. However, Euclid Public Library's relationship with the County Library system continued until 1974, when the State Library granted the request of the two boards to re-define the County Library District to exclude Euclid.¹¹³

The original working relationship between the two systems in October, 1936, was based on an agreement recommended by the County Library for a working

basis between the two libraries. This agreement provided that:

1. The County Library would pay \$500 toward librarians' salaries at the three school libraries that served the public and provide services of a supervisor for a charge of \$25 per month. Euclid Public Library would pay the balance of the librarian's salaries and pay clerical assistants.
2. Space for the libraries, including light, water, heat and janitorial services were to be provided by Euclid Public Library.
3. The County Library would provide library supplies and share in the purchase of circulating books and pamphlets. Euclid Public Library would buy reference books and pamphlets and all periodicals. These would, however, be purchased through the County Library Order Division to save on costs. Each library would bear the rebinding expenses for the books purchased by each.
4. The County Library would continue to loan books and pamphlets to supplement Euclid Public Library's collection, and would maintain a regular delivery schedule.¹¹⁴

This agreement was modified when the County Library changed its agree-

ment with all independent systems in January, 1937. The County Library would no longer pay for supplies, but would continue to handle the purchasing of supplies through the Cleveland Public Library to save costs. This agreement also specified that the County Library would continue to provide books for public and parochial schools, and would furnish catalog cards.¹¹⁵

In March, 1937, the Euclid Public Library Board, "for financial and other reasons" discontinued the supervision services of Miss Mary Cameron, provided by the County at \$25 per month.¹¹⁶

The struggle to maintain independence from the County Library is a recurring theme in the years between 1935 when Euclid was first established as a school district library, and 1974 when Euclid was finally excluded from the County District.

In March, 1941, the Board of Trustees received letters from C. S. Metcalf, Secretary-Treasurer of the Cleveland Public Library, and from H. S. Schiering, President of the County Library Board, regarding additional services in the Euclid area.

The letter from Cleveland Public Library indicated that the Cleveland Board wished to relocate its Nottingham branch, near Euclid, to East 185th Street, which is the dividing line between Cleveland and Euclid. Because the available

building was on the Euclid side of East 185th Street, Mr. Metcalf proposed that the County Library rent the space, and Cleveland Public would assume all other expenses. This would enable the County to open another proposed branch in the Euclid area, such as Lake Shore Boulevard and East 222nd Street (this location is in the heart of downtown Euclid). Mr. Metcalf also noted that the question of library circulation would enter into the discussion, because these two additional libraries might reduce adult circulation in Euclid's school libraries, but that the law indicated that intangible taxes were to be used for public library purposes, and reduction in adult circulation would permit more books for school library needs.¹¹⁷

The letter from the President of the County Library Board of Trustees simply noted that the population of Euclid indicated an increased need for county library services and requested a full report on Euclid Public Library's circulation and an indication from the Euclid Board of the extent to which they wished to cooperate with the County.¹¹⁸

In responding to these two letters, the Euclid Board indicated a willingness to meet with representatives of the Cleveland and County libraries. To Mr. Metcalf, the Board indicated their approval of moving the Cleveland Public Library Nottingham branch. However, they indicated that the County Library's participation in this proposal and also in establishing service at Lakeshore Boulevard and East 222nd Street would be "expensive and competitive to that service which we are already furnishing at Shore School, and would be a waste of the taxpayer's

money."¹¹⁹ In its response to the letter from the County, the Euclid Board noted that Euclid had not received an equitable share of library service relative to other libraries in the County. The Board requested additional recent publications and a replacement of old books in the collection of County books in Euclid. The letter also noted that Euclid Public Library had an adequate, efficient, trained staff, and that the Euclid Board of Education provided housing, light and heat to the libraries. As a result, Euclid was able to furnish book service at a cost comparable to, or lower than, that of other libraries in the county, and that it was in the interest of the County and the public to continue this arrangement.¹²⁰

The County Library did establish a Euclid Lakeshore branch, which was moved to Euclid Avenue and East 260th Street when its lease expired in 1960, and was closed when Euclid was excluded from the County District in 1974.

In 1958, in adopting a contract with the County Library for cataloging services for that year, the Euclid Board indicated that "we will make every effort to start doing our own cataloging in 1959."¹²¹ Despite this resolution of the Board, the cataloging contract with Cuyahoga County continued through 1971. Under the cataloging contract, the County Library agreed to "classify and catalog new acquisitions and the current backlog of uncataloged books in conformance with adopted procedures of the County Library, furnish card stock and provide one set of catalog and cross-reference cards." The cost would be \$.45 for each title cataloged.¹²²

In November, 1969, the Board discussed exploring the possibility of dissolution of Euclid as a County Library district. The County Board was willing to meet on this issue after the tax appeal hearing.¹²³

In February, 1970, a letter was addressed to the County Library thanking them for the fine service provided to Euclid in the past, and suggesting that due to the Budget Commission's recent tax allocation and the failure of the County Library levy, they may wish to be relieved of the responsibility of providing library services in Euclid and dissolve the Euclid tax district. The Board offered to discuss alternatives with the County Board.¹²⁴

Although the Women's League had expressed some concern over loss of county services not available through the Euclid Public Library, such as family film nights, Great Books discussion groups, and services to shut-ins and hospitals, the Board felt that the services Euclid Public Library did offer outweighed the loss of these particular services.¹²⁵

In May, 1970, in response to a resolution of the Cuyahoga County Library Board calling for a consolidation of all libraries in Cuyahoga County, a committee of the Euclid Library Board formed was to study the merger question. The Committee's report was adopted by the Board, and sent to members of the Euclid Board of Education and the presidents of the other seven library boards of Cuyahoga County. The report stated the pros and cons of consolidation, and concluded that a

county-wide merger would not be in the best interests of the citizens of Euclid, emphasizing Euclid's desire to maintain its independence and identity. The Euclid Public Library would not support a merger, but would fully support a cooperative federation of libraries in the county in order to facilitate the goals of a merger while maintaining the autonomy of the independent libraries.

The report began by citing the advantages of consolidation as reported in a 1959 study of the public libraries in Cuyahoga County by the Cleveland Metropolitan Services Commission. These included coordination of professional services for selection of library materials and planning of library programs, avoidance of competition and unnecessary duplication, and better financial planning capabilities. The Euclid Board report stated that these might be compelling advantages for other library districts which may not have adequate financial resources, but that Euclid Public Library enjoyed excellent support from the citizens of Euclid through a local library levy. The report stated that the Euclid voter "clearly favors home rule" as evidenced by the success of Euclid school and library levies and the recent failure of the County Library levy in the Euclid district.¹²⁶

The report then cited the 1959 study's discussion of possible disadvantages of a merger, such as cumbersome administrative procedures, and decreased flexibility. The commission's study made reference to fears that merger would be fatal to the tradition of local influence over library affairs and would result in lowering the standards of local libraries which currently provided a high level of service. The

Board's report stated that "Euclid is proud of the individuality of its library and the wide range of professional talent among its professional library staff. With this proud library tradition behind him, the Euclid resident is not likely to feel better served if our library was operated as part of a larger system."¹²⁷

The report went on to compare the strength of Euclid Public Library as viewed by the Metropolitan Planning Commission in 1959, and as viewed by the Regional Planning Commission in 1966. The 1959 Metropolitan Planning Commission study indicated that Euclid was dependent upon County Library support through its Euclid-Lakeshore Branch, bookmobile services, and classroom service, and would encounter significant problems if that support were to be withdrawn. The 1966 Regional Planning Commission report, in contrast, recommended that Euclid Public Library expand by 1980 to become the regional library in the Northeastern Metropolitan area. The Board's report suggested that due to the continued success of the Euclid Public Library, rather than being absorbed by the County, Euclid Public should absorb the County branch library in Euclid.¹²⁸

The report concluded that "the picture we have presented of the Euclid Public Library as a strong, vital, independent institution in its community, with potential to serve as a Regional Library, hardly speaks for consolidation or merger, especially when the goals of consolidation can be achieved through cooperative effort and federation."¹²⁹ Finally, the report mentioned that under the merger plan the management services which Euclid Public Library provided to the Euclid Board of

Education for the school libraries would also be discontinued, to the detriment of the school libraries.¹³⁰

The stance of this report is consistent with other actions by the City of Euclid in resisting consolidation with countywide service arrangements during its growth years. For example, in 1956 Euclid voters approved by a three-to-one vote a \$4,800,000 bond issue for construction of a new sewage disposal plant. In urging voters to pass the bond issue, the local newspaper mentioned that municipalities that were "over the hill" would soon be sending their sewage into the Cleveland plant.¹³¹

Similarly, in 1975, Euclid's mayor, Harry J. Knuth, resisted efforts to have Euclid's bus system absorbed by a Cuyahoga County Regional Transit Authority. The Mayor indicated that he wanted to make certain that Euclid would have equal or better service through areawide transportation.¹³²

In May, 1971, the Board resolved to request dissolution of Euclid as a County Library District. In a letter to the State Library Board of Trustees, the Euclid Library Board informed the State Board that an offer by Euclid Library to maintain the services of the County branch in Euclid was unproductive because of the County's position on a countywide merger of libraries. As the State Board was in the process of redistricting Cuyahoga County, the Euclid Board requested dissolution of Euclid as a County Library district.¹³³

In July, 1971, Dr. Gulbenkian, a Trustee, reported that Mr. Aubrey Billings,

President of the Cuyahoga County Library Board of Trustees, had been unreceptive to their presence at a meeting regarding dissolution of the Shaker Heights and Rocky River County districts, and had stated that the County had no intention of giving up their branch in Euclid, that it was "against his principles to sell to another public system."¹³⁴

The Board resolved to file a formal application in November, 1971, after elections on the County Library levy, to exclude Euclid from the County Library District. However, it was noted that the Attorney General had ruled that no request for redistricting could be acted upon by the State Library Board unless both parties consented to the redistricting, and Mr. Corcoran, a Trustee, suggested dropping the matter until Mr. Billings was no longer on the County Library Board.¹³⁵

Finally, in July, 1974, the Euclid Public Library Board passed a resolution to have the County Library District re-defined to exclude Euclid. The resolution indicated that the County Library Board had also requested the redistricting.¹³⁶ This request was granted by the State Board, and the Euclid-Richmond branch of the Cuyahoga County Library was closed on August 30, 1974. Although the Board discussed conducting studies about a possible additional branch in the future, it was decided to encourage people who had used the County branch to use the Main Library and the public branches at Upson School and Euclid Central. The Board also decided to have a small adult collection placed at Thomas Jefferson School Library for those adults who could not ride to the other libraries.¹³⁷

Public reaction to the closing of Euclid's County Library Branch was mixed, as evidenced by local newspaper coverage. Prior to its closing, the newspaper covered activities of the County Library Branch in the same manner as Euclid Library activities, and there did not appear to be any distinction between the two. However, when the library was closed, newspaper coverage portrayed the closing as a savings to the taxpayers. The article explained that Euclid Public was supported by intangible taxes and a .7 mill operating levy, and that the Cuyahoga Library was proposing a 1 mill levy on all citizens in Cuyahoga County. "Ever mindful of the residents of Euclid" the article continued, the Boards "jointly decided to avoid possible duplication of services and of tax levies for library purposes" and requested that Euclid be excluded from Cuyahoga County's library district.¹³⁸

The newspaper also included letters from citizens expressing negative reactions to the library closing, including loss of service, especially to young people and senior citizens in the vicinity of the library, and complimenting the librarians at the County Branch.¹³⁹

Countywide Cooperative Efforts

Although the Euclid Public Library Board continued to resist efforts by the County Library to absorb the Euclid system, the Board maintained an interest in cooperative arrangements among all libraries in the county for more efficient services. In January, 1969, the Board passed three resolutions in connection with a

cooperative library effort in the County. The Board agreed to:

1. Enter into a communication network, TWP - Ohio Bell, linking all library systems at a cost of \$57.50 per month, provided at least five other libraries entered into the agreement.¹⁴⁰
2. Have the Main Library and all public and school branches honor any and all valid library cards of any public library in Cuyahoga County.¹⁴¹
3. Approve participation with the other eight libraries in Cuyahoga County in the filing of an application for federal funds to study the physical distribution of library materials in Cuyahoga County.¹⁴²

However, in May, 1969, the Board did not vote to support the Ohio Library Development Plan because "everybody was not in accord with the plan."¹⁴³

In April, 1970, the Board endorsed the Public Library Council of Cuyahoga County as a vehicle of professional leadership for library development.¹⁴⁴ The Public Library Council, composed of head librarians of each of the nine public libraries in the county, would meet regularly to discuss cooperative plans for library development in the County which would then be referred to the individual boards.

The stated goals of the Council were to:

1. Create maximum public library service throughout the County, based on the evaluation of library needs of the total community;
2. Provide access to library resources to all county residents on equal terms;
3. Determine the most effective public library service which could be obtained with funds available;
4. Define adequate financial support needed from the state; and
5. Inform the nine library boards of the essential needs of the county.

The Council proposed to achieve these goals by developing common policies regarding service, materials and staff, and by long-range planning, identifying common problems and solutions, and setting uniform procedural standards.¹⁴⁵

Ongoing actions of this type indicated the Euclid Library Board's desire to have a unified county cooperation system while maintaining the independence of individual libraries. Mr. Gausby of the Board reported on a meeting of suburban libraries in which all libraries except Cleveland Heights were negative regarding possible library mergers. Mr. Portman reported that at a meeting of the Ohio Library Association small libraries had indicated a fear of losing their identities.¹⁴⁶

In April, 1976, a report was submitted to the Board in response to its request for information on benefits for Euclid Public Library in becoming a member of the Metropolitan Library System. The report listed benefits of membership by committee, as follows:

1. Library Resources Committee

Regular meetings with resource specialists from Cleveland Public Library, County Library, university libraries, and special libraries such as the Health Sciences Library.

Access to files of expensive specialized purchases to determine if other area libraries owned such items.

Union lists of materials in the fields of education, business, and titles in the Essay and General Literature Index. Union lists in other specialized fields, such as music, were underway.

2. Public Relations Committee

A weekly radio program, "Library Spectrum", and a brochure on libraries in the Metropolitan Cleveland area.

3. Sight Center Committee for library cooperation with a Sight Center Radio Program for sight-impaired.

4. Personnel Committee to share information on policies, fringe benefits, and affirmative action programs.

The Metropolitan Library System also sponsored workshops and studies on such subjects as interlibrary loans, and reciprocal return programs, and published a newsletter of Metropolitan Library System activities.¹⁴⁷

In May, 1976, the Board approved a resolution for funding of the administrative offices of the Metropolitan Library System through a pro-rated share of each library's intangible tax allocations, should federal funds cease to be available for the project. Euclid Public's annual share of the matching funds would be \$960.¹⁴⁸

The Board continued to support exploratory grants with matching local funds for the Metropolitan Library System under the federal governments's Library Service and Construction Act, Title III, Inter-library Cooperation Funds.¹⁴⁹

In August, 1977, the Board approved participation of Euclid Public Library in the Cleveland Area Metropolitan Library System (CAMLs) for the purpose of promoting resource-sharing among libraries, on the condition that Euclid Public's share of expenses not exceed \$5,000 in any year for the first five years of CAMLS' operation.¹⁵⁰

VIII. FINANCING THE LIBRARY

Euclid Public Library was one of several library systems established between 1935 and 1940 in response to new Ohio legislation which provided support for public libraries through the institution of a county intangible tax. The new law provided that any library board which would make the services of its library available to all residents of the county could apply to the county budget commission to receive funds from the new tax.¹⁵¹

According to Leonard Voorhees' history of Euclid, the years of the Great Depression were particularly difficult ones for the Euclid Public Schools. As financial problems increased, salaries were reduced, departments curtailed, and operating costs cut to a minimum.¹⁵² By establishing a school district library, the Board of Education would receive funds from intangible taxes for its school libraries, and continue to receive service from the County Library as part of the County Library district.¹⁵³

The initial tentative budget adopted by the Board of Trustees in August, 1935, was based on a request for \$40,000 in Classified Property Taxes for the fiscal year 1936.¹⁵⁴ However, the library received only \$16,209.15 from tax revenues in 1936 and \$17,079.83 in 1937.

In January of each year from 1937 through 1945, the Board borrowed funds from a local bank in anticipation of tax collections, and repaid the note in the second half of each year when the balance of tax revenues were distributed. Although the Library Board requested \$38,300 of intangible taxes for operation expenses for 1947, only \$15,210 was allocated to the Euclid Public Library by the Cuyahoga County Budget Commission. The Board requested that Paul Torbet, the City of Euclid Solicitor, appeal to the Budget Commission "in order to obtain sufficient money from the Budget Commission to operate our library on the same comparable basis as Cleveland Public Library and Cuyahoga County Library."¹⁵⁵ Although Mr. Torbet appealed to the State Board of Tax Appeals in Columbus, receipts ultimately received from intangible taxes for 1947 were only \$16,900.

Due to this financial situation, the Euclid Board of Education voted unanimously to pay the salaries of the Head Librarians in each of the high school libraries.¹⁵⁶ In addition, the Library Board requested that the Board of Education (which was the taxing authority) submit a request to the voters for a special levy of .8 mills for five years for use of the Euclid Library Board.¹⁵⁷ The Board of Education submitted a request for a .6 mill levy for three years, and this levy, which required a majority vote of 65%, was approved by 76.8% of votes cast. The citizens of Euclid continued to vote in support of their library. In the fifty years covered by this history, each levy renewal requested was approved by the voters.¹⁵⁸

In 1956, when plans for the construction of the Main Library Building were

announced, the Euclid News-Journal emphasized that funds to build the new library had been put aside from operating expenses each year by the Library Board and that the Main Library would be built with no additional levy or bond issue.¹⁵⁹ In November, 1956, the newspaper's editorial position was in favor of the operating levy renewal.¹⁶⁰ The levy was approved by 68% of the voters.

In addition to the levy income, which increased each year, the amount paid to the Library Board by the Board of Education continued to rise at a rapid rate.

The struggle over the amount of the intangible tax allocation was a continuing theme throughout the history of the library. A major research library, Cleveland Public's Main Library was consistently awarded nearly half of the tax revenues from the county for its operations. The County Library System received approximately 40% on the average, and the remaining 10% of taxes were allocated among the seven remaining independent libraries (including Euclid) which received funds from the County's tax allocation. As one of the larger of the independent systems, Euclid's allocation was consistently between three and four percent of the total intangible tax receipts for the county, and second only to Lakewood Public Library in the amount of funds allocated to the seven remaining libraries.

In 1979, the directors and trustees of public libraries of Cuyahoga County began work on a formula for allocation of the intangible property tax. They began with a formula developed by Summit County, which was based on various factors,

including circulation (25%), square footage (12-1/2%), population (25%), number of sites (12-1/2%) and average income per family in the area served by the library, with lower income resulting in a higher factor. The allocation for Euclid became skewed due to inclusion of school libraries as branches. It was agreed to use one-half of the square footage for Euclid's school libraries, and that only school libraries which were also public branches would be counted in the number of units. This resulted in a 5.9% allocation for Euclid.¹⁶¹

In May, 1979, the nine public libraries agreed to follow the Summit County formula, with an initial 3.74% first allocated to Cleveland Public Library to provide for the research and resource center at Cleveland Public's Main Library. It was noted that under this formula Euclid Public Library gained the most after the County Library system, and the Shaker Heights library lost the most. Euclid was allocated 5.09% of the intangibles tax distribution, based on the following:

Three-year average circulation (1976-1978): (8.5036% of County total)	841,556
1976 Population (U.S. Census Estimate): (3.95% of County total)	62,692
Number of Physical Plants: (3.53% of County total)	3
Square Footage: (3.72% of County total)	55,326

The formula was approved by all library boards except Cleveland Public.¹⁶²

In 1980, the County Library again contested the allocation formula,

proposing that population should be the primary factor in determining distribution. Based on the 1979 allocation report cited above, the County Library system served 40.576% of the total county population, and Cleveland served 39.664%. The remaining 20% of the population was divided among the seven independent libraries. Based solely on population, the County Library's allocation would have increased by 5.25%.

The libraries continued to meet through 1981 and 1982, with the County Library System and Cleveland Public Library persisting in their request for a revised allocation formula.

In March, 1982, the nine libraries in Cuyahoga County agreed to adopt the Summit County allocation formula for intangible taxes, and each library was to determine the minimum allocation percentage acceptable to them. Euclid Public's Board determined that 3.3% would be the minimum acceptable allocation percentage for their library system.¹⁶³

In September, 1982, all nine libraries signed a formal agreement establishing allocation percentages for the 1983 distribution of intangible taxes, contingent on payment by Cleveland Public Library to each of the other municipal libraries of specified amounts. The libraries also agreed to hire an independent consultant to develop a formula for allocation of intangibles in 1984 and thereafter. Under this agreement, Cleveland Public Library received 48.6986% of intangible taxes allocated

to libraries, and the County Library System received 32.7465%. Euclid Public Library would receive 3.2868% plus a payment of \$29,250 from the Cleveland Public Library. The agreement did not specify the formula for determining the allocation percentages. Euclid's allocation percentage was second highest among the remaining seven municipal libraries, after Lakewood Public Library, which received 3.6491%. Payments to all other libraries from Cleveland Public were the same (\$29,250) except for Rocky River Library and Porter-Westlake Library, whose percentage allocations were the lowest.¹⁶⁴

The consulting firm of Touche Ross was hired to prepare a study of the libraries and develop an allocation formula for future distribution of intangible taxes.

The Touche Ross report noted that Cuyahoga County was served by nine public library systems, which provided library services to approximately 1.5 million county residents. The County collected the highest intangible tax revenues in Ohio, and accounted for approximately one-quarter of the total distribution of intangible tax revenues in the State, and the entire distribution of intangible tax revenues for the County was dedicated to the support of the nine library systems. It was also noted that Cuyahoga County was unique within the State of Ohio in that there were two major systems which dominated the County service area. Together the two systems, Cleveland Public and the Cuyahoga County Library system, covered 87% of the County service area and accounted for over 70% of the total collections and circulation transactions. Finally, it was noted that during the past ten years, efforts

had been made by the County Budget Commission and Library Trustees to develop a methodology for equitable distribution of tax revenues, but a group consensus could not be reached.¹⁶⁵ It was also noted that most other public library systems in Ohio were satisfied with distributions decided by their County Budget Commission, and that Summit County was the only other county using an allocation formula.¹⁶⁶

In reviewing the past history of efforts by the nine libraries in Cuyahoga County to agree on an allocation formula, the report noted that for several years prior to 1978, intangible taxes had been allocated by the Cuyahoga County Budget Commission based on a consistently applied formula. However, during 1978 the Cuyahoga County Public Library system requested and received a larger share of intangible taxes based on relative population within the jurisdiction and relative book circulation figures. This resulted in a smaller allocation for Cleveland Public Library in 1978, and a further reduced allocation for Cleveland Public in 1979. Cleveland Public rejected this allocation methodology.¹⁶⁷

The report noted that as negotiations progressed from 1979 forward it was clear that each library had an undisclosed bottom line acceptable amount and that if the formula did not yield this result it would be uniformly rejected. The consultants also commented that the seven libraries other than Cuyahoga County and Cleveland Public were as a group a strong political entity and would not rubber stamp anything agreed upon by the two larger systems. Finally, the report commented that the

deteriorating political climate among the libraries prevented formulation of even a long-range proposal for allocation.¹⁶⁸

A review of similar systems in New York and Toronto, which also supported major research libraries in addition to smaller systems, indicated that the Toronto Main Library accounted for 26.4% of the total library budget in 1980, and the New York Research Libraries accounted for 26.3% of the total library operating budget.¹⁶⁹

The methodology proposed by Touche Ross was developed through interviews with the Library Trustee Consultant panelists and key library staff in all nine systems, a review of past allocation efforts, and allocation methodology in other Ohio counties, and in New York City and Toronto, Ontario, as well as the Ohio Library Trustees Association's position on tax allocation issues. The consultants also reviewed library needs in order to provide basic services, the current and projected library operating and financial parameters, and the costs of maintaining a major research library facility.

The allocation model proposed by Touche Ross was based on the following methodology:

1. Allocation percentages for the budget years were computed based on actual data for the most current completed year.

2. A "set aside" percentage was determined each year for the reference and research services provided by the Cleveland Public Main Library.

3. The allocation formula developed was comprised of three allocation parameters with factors weighted for relative importance. These factors were:

- Population and service area, including income disparity in the area,
- Library use, including circulation, reference transactions and program attendance, and
- Facilities and resources, including number of plants, usable library space, hours open per week, and collections.

Data for development of the allocation formula would be provided by each individual library. Special consideration would be given to the Euclid school libraries and to population overlaps between East Cleveland and Cleveland Heights, and between Cleveland and Shaker Heights.

The allocation percentages would be phased in over a three-year period to minimize large fluctuations in intangible tax revenues for any particular system.¹⁷⁰

The consultants determined that the recommended allocation methodology for the Euclid Public Library system should exclude output and basic service parameters pertaining to the nine school libraries operated by the Euclid Public Library under a contract with the Euclid Board of Education. The report noted that the Board of Education provided library space, maintenance, book delivery service, and four professional librarians for the operation of the school libraries. Euclid Library provided library materials and additional staff to operate the school libraries, and in return would receive \$220,000 each year from 1983 through 1985 under the current contract with the Board of Education.

Further, the report noted that Euclid Public's own analysis of 1981 library expenditures indicated that the total cost of supporting school library operations in 1981 was approximately \$540,000. In addition to the \$220,000 provided by the Board of Education, 64% of Euclid's operating levy for support of the library was used for operation of the school libraries.¹⁷¹

The report stated that state library laws mandated that intangible taxes not be used to support school libraries in Ohio. The report cited the limited hours and days on which the school libraries were open, that juvenile circulation accounted for over 99% of total circulation in the elementary schools, and that the high school and junior high school libraries were used mainly by the students. Euclid Public Library's management had stated that the nature of the collections at all nine school libraries was geared mainly toward school children.¹⁷²

The consultants concluded that based on the data analyzed, the circulation, collection, program attendance, reference transactions and library space associated with the school libraries should not be included in the intangible tax allocation formula. Euclid Public Library's costs for operation of the school libraries was fully supported by the Board of Education and Euclid's operating levy, and the collection and accessibility of the school libraries did not allow the libraries to serve as traditional branches of a public library system.¹⁷³ The report did note that if Euclid Public Library's agreement with the Euclid Board of Education was renegotiated in the future, Euclid's allocation factors should be re-examined to determine if any changes were required.¹⁷⁴

The allocation percentage for Euclid Public Library recommended by the consultants, which included a phase-in for the decline in Cleveland Public Library's allocation, was as follows:

1983 -	3.29%
1984 -	3.39%
1985 -	3.47%
1986 -	3.51%
1987 -	3.46%
1988 -	3.42%

This allocation was based on the following 1982 input data for Euclid, and projections for 1988, based on a trend developed from statistics from 1977 through 1982.¹⁷⁵

Factor	Amount	% of County	Alloc. Points	1988 Projection
Population	58,077	3.96%	11.89	52,657
Income Disparity	11.94%		2.62	2.62
Size of Service Area	10.3 sq mi	2.26%	1.13	10.3 sq mi
Circulation	466,425	4.13%	12.38	515,000
Reference Transactions	73,000	3.45%	1.72	87,000
Program Attendance	22,087	3.99%	1.99	19,000
No. of Plants	3	3.05%	1.92	3
Square Footage	41,412	3.39%	1.70	41,412
Hours Open Per Week	161	3.9%	1.99	161
Collection	207,843	4.79%	2.39	225,720

The above data was reduced for school library statistics as follows:

Circulation:	305,733
Program Attendance:	74,000
Square Footage:	24,222
Collection:	154,704

In April, 1983, the Euclid Public Library filed exceptions to the Touche Ross proposal for allocation of intangible taxes, which included the following:

1. The factors to be considered for determining basic library needs should be population, service area, income disparity, number of plants, and usable library space. Consideration of any other factors appear to be contrary to the intent of library statutes.

2. The factors of circulation, reference transactions, program attendance, hours of operation, and collections, should be for internal management use only and should not be used to measure need.
3. The 17% allocation to Cleveland Public Library's main facility was based on that library's own internal study, and far exceeded the 3.74% agreed upon by the countywide panel of library trustees.
4. Although no intangible taxes are used in operating Euclid Public school libraries, collection and circulation data for operation of these school libraries should be included in the allocation formula to reflect Euclid Public Library's total operation.

Two of these arguments appear to be inconsistent. The exceptions stated that circulation and collections should not be used to measure need, but that collection and circulation of the school libraries should be used to reflect Euclid Public Library's total operation.¹⁷⁶

Euclid's letter of exception along with letters of exception from the County Library and Cleveland Public Library were included with the report when Touche Ross submitted it to the Budget Commission.¹⁷⁷

The allocation for 1984 was determined based on the 1983 allocation

formula for \$25,000,000 of the intangible tax funds. An additional \$4,000,000 was allocated using a combination of the Touche Ross formula and the Budget Commission's formula. This resulted in an overall allocation percentage for Euclid Public Library of 3.3658%.¹⁷⁸

Euclid Public Library's Board decided to appeal the allocation of 1985 tax allocation on the basis that the allocation was unfair, unreasonable and prejudicial to the best interest of the library.¹⁷⁹ Euclid Public Library's Annual Report for 1985 indicated that a substantial amount of each library's tax allocation was being held by the County Auditor until the allocation issue was resolved. The report stated that this policy was directly affecting the library's book purchasing ability and the ability to compensate staff. As of January, 1986, the tax allocation remained unresolved for the balance of 1984 taxes, as well as 1985 and 1986.¹⁸⁰

During period from 1935 through 1985, the library's budget increased from \$16,200 to \$1,560,200. In the first ten years of its operation, intangible property taxes provided most of the library's income. As a result of the library levy passed in 1948, Euclid property taxes provided 76% of the library's total income in 1950, and intangible taxes provided 23%. Although the amount of property tax revenues increased throughout this time period from \$70,800 to \$302,000, the percentage of property tax receipts in relation to total library income gradually declined, so that in 1985 the property tax provided 19% of total income, and intangible tax revenue from Cuyahoga County provided 60%. Over 12% of total income was received under the

library's contract with the Euclid Board of Education.

Salaries and employee benefits in 1940 accounted for 62% of library expenditures. From 1945 through 1985, salaries and employee benefits increased from \$16,200 to \$1,271,400. However, as a percentage of expenditures, this expense remained between 70% and 75% of the total library budget from 1945 through 1985.

Expenditures for purchase and maintenance of library materials increased from \$6,300 in 1940 to \$162,300 in 1985. However, as a percentage of expenditures, purchase and maintenance of library materials, including expenses for cataloging, declined from 35.6% in 1940 to 9.6% in 1985.

IX. SUMMARY AND CONCLUSION

In its first fifty years, the Euclid Public Library grew from two branches in the school libraries to the second largest of the seven independent suburban library systems in Cuyahoga County, operating a Main Library, nine school libraries from elementary through the high school level, and two public branches in the school libraries. The library's first operating budget was \$16,200 in 1936, and by 1985 the budget had grown to over \$1,500,000. The library's total collection in 1985 included over 325,000 books, including the Main Library collection of 115,000. Circulation for 1985 was 694,000, divided equally between the Main Library and the school libraries.

During this time period, the City of Euclid grew from a population of approximately 13,000 in 1930 to a peak population of over 70,000, becoming the thirteenth largest city in Ohio, and home to several major industrial firms. Euclid sought to maintain an economic base separate from that of Cleveland and, successful in that objective, maintained a strong civic pride as an independent city. This spirit of independence was reflected in Euclid's desire to maintain its library system independent of other Cuyahoga County libraries.

Although Euclid Public Library depended on Cuyahoga County Library for assistance in its early years, it resisted efforts by the County Library to absorb its

operations into the County system. As early as 1941, the Euclid Library Board maintained that the library was capable of serving Euclid at a cost comparable to other libraries in the county and that a County Library branch in Euclid was unnecessary. By 1969, the Board sought to dissolve its relationship with the County system entirely and become excluded from the County Library district. The Board accomplished this objective in 1974.

In response to the County Library's attempt to consolidate all library systems in Cuyahoga County into a single system in 1970, Euclid's Library Board issued a report that clearly stated its position on remaining an independent system, maintaining that the citizens of Euclid were best served by an independent library under local control, and that the library was able to maintain a high level of service to the community and the Euclid school system due to excellent financial support by Euclid's citizens through continued passage of library and school levies.

While resisting efforts to become part of a single County library system, Euclid Library's Board consistently supported cooperative efforts among the libraries in the County as an alternative to consolidation, such as the Public Library Council of Cuyahoga County and the Cleveland Area Metropolitan Library System (CAMLs).

Although many cooperative efforts among the libraries such as CAMLS were successful, the libraries were not able to reach a consensus regarding allocation of intangible tax revenues. Euclid's position in negotiating for what it considered to

be its fair share of tax revenues was complicated by the fact that it was the only public library system in Cuyahoga County to operate all of its school district libraries in addition to providing public library services, and the school library operations were included in its operating budget under a contract with the Euclid Public School Board.

As a reflection of its pride in the city and determination to maintain a high quality independent library system, Euclid Public Library made every effort to keep abreast of changes in modern librarianship and the new technologies used in library services. When competition for new librarians increased dramatically in the early 1960's, the Euclid Public Library Board responded by keeping pace with salary increases required to attract new graduates and retain experienced librarians, matching salary levels offered by Cleveland Public Library and other systems in Cuyahoga County. The library streamlined its cataloging function by participating in OCLC, and joined the Cleveland Public Library's computerized charging system, conforming its lending practices to those of other libraries in the system. Any resident of Cuyahoga County can borrow materials from Euclid Public Library with a Cleveland Public Library card.

By careful financial planning, the Library Board built and expanded the Main Library to continue adequate library services for the expanding population of Euclid. In addition, the library expanded its services to accommodate the business community, provide service to shut-ins, programs for senior citizens as the population

base of Euclid aged, and services to students at the public university branches located in Euclid.

In order to continue to serve the community efficiently and effectively, the library has developed a program for an ongoing five-year plan of goals and objectives, which reviews the current state of the library, projects future income, and determines the areas in which expenditures should be allocated to maintain high quality library services.

The success of Euclid's efforts to maintain a high quality independent library system, and the growth of that system into a modern library is evidenced in its Fiftieth Anniversary Celebration pamphlet, which summarized the services offered by the Main Library, in addition to its book collection. These included business and other information services, collections on microfilm and microfiche, public typewriters and computer terminals, photocopy machines and cameras, phonograph records and audio and videocassettes, large print books, service to the homebound and hospital patients, and voter registration and Golden Buckeye registration for senior citizens. Library programs included story hours, youth classes, a book discussion group and a music study group.

ENDNOTES

1. Jesse H. Shera, "On the Value of Library History," Library Quarterly 22 (July, 1952) : 250.
2. Arlynn Schmidt Burton, "The Cuyahoga County (Ohio) Library System: A History" (Master's Thesis, Western Reserve University, 1952), 58 - 59.
3. Leonard B. Voorhees, Euclid, Ohio 1797-1947: A Record of the Birth and Growth of an Industrial Community (Euclid: Euclid Historical Society and the Euclid Public Schools, 1972), 39 - 41.
4. David D. Van Tassel and John J. Grabowski, ed. The Encyclopedia of Cleveland History, (Published in association with Case Western Reserve University, Bloomington, Ind.: Indiana University Press, 1987), 379.
5. Euclid Public Library Record of Proceedings, Resolution 6, August 14, 1935, p. 4.
6. Ibid., Resolution 708, January 14, 1947, p. 915.
7. Ibid., January 14, 1947, p. 916.
8. Ibid., January 17, 1952, pp. 1298 - 1301.
9. Ibid., January 19, 1953, pp. 1356 - 1357.
10. Ibid., June 12, 1961, pp. 6683 - 6685.
11. Ibid., March 13, 1967, p. 8284.
12. Ibid., January 12, 1978, p. 78-24.
13. Ibid., February 11, 1980, pp. 80-31 - 80-33.
14. Ibid., Director's Report, April 12, 1981, pp. 82-82 - 82-83.
15. Ibid., December 15, 1985, pp. 85-187 - 85-189.
16. Ibid., Resolution 673, June 18, 1946, p. 873.

17. Ibid., Resolution 810, December 17, 1948, p. 1044.
18. Ibid., May 14, 1957, p. 1833.
19. Ibid., Resolution 1082, November 17, 1953, p. 1418.
20. Ibid., October 12, 1954, p. 1516.
21. Ibid.
22. Ibid., May 18, 1955, p. 1589.
23. Ibid., Resolution 1268, May 8, 1956, p. 1701.
24. Ibid., Resolution 1191, May 18, 1955, p. 1595.
25. Euclid (Ohio) News-Journal, 25 October 1956, p.12.
26. Record of Proceedings, Resolution 1292, December 1, 1956, p. 1753.
27. Euclid (Ohio) News Journal, 29 March 1956, p. 12.
28. Euclid (Ohio) News Journal, 6 February 1958, p. 2.
29. Record of Proceedings, Resolution 1438, June 28, 1958, p. 2018.
30. Ibid., November 11, 1958, p. 2072.
31. Ibid., Letter from Harry Fulton, Architect, November 11, 1958, p. 2073.
32. Ibid., Report of the Special Committee, December 9, 1958, p. 2085.
33. Ibid., Letter from City of Euclid Law Department, June 9, 1959, p. 2197.
34. Ibid., Letter from Law Director, September 12, 1960, p. 6522.
35. Ibid., Report of Building Committee, January 16, 1961, p. 6585.
36. Ibid., Resolutions 1733 and 1734, January 16, 1961, p. 6586.
37. Ibid., April 10, 1961, pp. 6639 - 6641.
38. Ibid., April 10, 1961, pp. 6639 - 6641.
39. Ibid., April 8, 1963, pp. 7011 - 7013.
40. Ibid., Resolution 1989, July 1, 1963, pp. 7743 - 7744.
41. Ibid., Resolution 2189 and 2190, May 10, 1965, pp. 7743 - 7744.

42. Ibid., Resolution 4049, March 9, 1981, p. 81-63.
43. Ibid., Director's Report, August 9, 1982, p. 82-164.
44. Ibid., Director's Report, October 17, 1983, p. 83-230.
45. Ibid., Resolution 4527, January 21, 1985, p. 85-22.
46. Ibid., Director's Report, January 20, 1986, p. 86-20.
47. Euclid (Ohio) News-Journal, 26 January 1956, p.9.
48. Euclid (Ohio) News-Journal, 19 April 1956, p. 11.
49. Euclid (Ohio) News-Journal, 3 March 1956, p. 2.
50. Euclid (Ohio) News-Journal, 18 December 1956, p. 8B.
51. Record of Proceedings, Resolution 3096, April 10, 1972, pp. 9435-9437.
52. Ibid., Resolution 3239, November 12, 1973, p. 9704.
53. Ibid., Resolution 3272, January 21, 1974, p. 9763.
54. Ibid., March 10, 1975, p. 10,007.
55. Ibid., March 10, 1980, p. 80-85.
56. Ibid., May 21, 1980, p. 80-102.
57. Ibid., Director's Report, April 12, 1982, p. 82-82.
58. Ibid., April 14, 1980, p. 80-74.
59. Ibid., Director's Report, October 13, 1980, p. 80-192.
60. Ibid., April 30, 1984, p. 84-95.
61. Ibid., Resolution 4135, February 8, 1982, p. 82-30.
62. Ibid., March 8, 1982, p. 82-57.
63. Ibid., Director's Report, October 21, 1985, p. 85-156.
64. Ibid., Director's Report, April 12, 1982, p. 82-82.
65. Ibid., Director's Report, April 18, 1983, p. 83-105.
66. Ibid., Technical Services Report, February 9, 1976, p. 44.

67. Ibid., Technical Services Report, February 9, 1981, p. 81-46.
68. Ibid., Resolution 4035, January 12, 1981, p. 81-18.
69. Ibid., Resolution 1914, November 12, 1962, pp. 6927-6933.
70. Ibid., Resolution 2678, November 11, 1968, p. 8654.
71. Ibid., March 10, 1969, p. 87-49.
72. Ibid., Resolution 1453, March 11, 1958, p. 1970.
73. Ibid., June 9, 1959, pp. 2192 - 2193.
74. Ibid., Resolution 2366, June 13, 1966, p. 8052.
75. Ibid., Report of the Catalog Section, October 10, 1977, pp. 77-182, A through D.
76. Ibid.
77. Ibid., Director's Report, July 18, 1983, p. 83-175.
78. Ibid., Resolution 4377, December 15, 1983, p. 83-271.
79. Ibid., February 18, 1985, p. 85-39.
80. Ibid., September 11, 1978, p. 78-175.
81. Ibid., April 9, 1979, p. 79-78.
82. Ibid., Resolution 3904, September 10, 1979, p. 79-187.
83. Ibid., September 10, 1979, pp. 79-187a - 187f.
84. Ibid., October 8, 1936, pp. 29 - 30.
85. Ibid., Resolution 60, December 28, 1936, p. 54.
86. Ibid., October 8, 1936, p. 31.
87. Ibid., Resolution 81, March 22, 1937, p. 79.
88. Ibid., Resolution 82, March 22, 1937, p. 80.
89. Ibid., July 23, 1940, p. 395.
90. Ibid., Resolution 304, May 21, 1940, p. 383.
91. Ibid., Resolution 1108, January 30, 1954, p. 1448.

92. Ibid., January 30, 1954, p. 1449.
93. Ibid., Resolution 1327, March 5, 1957, pp. 1805 - 1808.
94. Ibid., Report of Wage Survey Committee, February 17, 1959, p. 2129.
95. Ibid., Report of Personnel Committee, June 10, 1963, p. 7049 - 7050.
96. Ibid., April 12, 1965, pp. 7718 - 7719.
97. Ibid., Resolution 2185, April 12, 1965, pp. 7732 - 7733.
98. Ibid., October 8, 1973, p. 9694.
99. Ibid., January 12, 1978, p. 78-24.
100. Ibid., October 13, 1980, p. 80-192.
101. Ibid., 80-193.
102. Ibid., November 9, 1981, pp. 81-224 - 81-226.
103. Ibid., December 10, 1973, pp. 9723 - 9731.
104. Ibid., Resolution 3443, September 8, 1975, p. 3443.
105. Ibid., Resolution 3443, September 8, 1975, pp. 10,107 - 10,109.
106. Ibid., Resolution 3199, May 14, 1973, p. 9634.
107. Ibid., Resolution 3397, April 14, 1975, p. 10,020.
108. Burton, 58 - 59.
109. State Library of Ohio, Library Laws of Ohio, (Columbus: State Library of Ohio, 1985), ii.
110. Burton, 55 - 60.
111. State Library of Ohio, iii.
112. Burton, 88 - 97.
113. Record of Proceedings, Resolution 3313, July 1, 1974, p. 9850.
114. Ibid., Resolution 30, October 8, 1936, pp. 31 - 32.
115. Ibid., January 25, 1937, pp. 55 - 56.

116. Ibid., Resolution 81, March 22, 1937, p. 79.
117. Ibid., March 25, 1941, pp. 466 - 467.
118. Ibid., 468.
119. Ibid., 496.
120. Ibid., 470.
121. Ibid., Resolution 1453, March 11, 1958, p. 1970.
122. Ibid., February 9, 1970, p. 8962.
123. Ibid., December 15, 1969, p. 8913.
124. Ibid., February 9, 1970, p. 8962.
125. Ibid., 8972.
126. Ibid., May 25, 1970, pp. 9038 - 9039.
127. Ibid., 9040.
128. Ibid., 9041.
129. Ibid.
130. Ibid.
131. Euclid (Ohio) News-Journal, 1 November 1956, p.1.
132. Euclid (Ohio) News-Journal, 8 January 1975, p. 1.
133. Record of Proceedings, Resolution 2996, May 10, 1971, pp. 9237-B and 9238.
134. Ibid., July 12, 1971, p. 9279.
135. Ibid., 9278 - 9279.
136. Ibid., Resolution 3313, July 1, 1974, p. 9850.
137. Ibid., August 12, 1974, p. 9872.
138. Euclid (Ohio) News-Journal, 29 August 1974, p. 3.
139. Euclid (Ohio) News-Journal, 1 August 1974, p. 5.
140. Record of Proceedings, Resolution 2712, January 13, 1969, p. 8713.

141. Ibid., Resolution 2713, p. 8713.
142. Ibid., Resolution 2714, p. 8714.
143. Ibid., Resolution 2747, May 12, 1969, p. 8797.
144. Ibid., Resolution 2865, April 13, 1970, p. 9003.
145. Ibid., April 13, 1970, pp. 9003 - 9004.
146. Ibid., May 11, 1970, p. 9035.
147. Ibid., April 12, 1976, pp. 83 - 86.
148. Ibid., May 10, 1976, p. 108.
149. Ibid., Resolution 3633, May 9, 1977, p. 77-100.
150. Ibid., Resolution 3656, August 8, 1977, p. 77-144.
151. State Library of Ohio, ii.
152. Voorhees, 55.
153. Burton, 61.
154. Record of Proceedings, Resolution 21, August 24, 1936, p. 24.
155. Ibid., Resolution 708, January 14, 1947, p. 915.
156. Ibid., Letter from Euclid Board of Education, January 6, 1947, p. 916.
157. Ibid., Resolution 737, August 26, 1947, p. 951.
158. Ibid., History of Euclid's Library Levy, November 13, 1961, p. 6745.
159. Euclid (Ohio) News-Journal, 29 March 1956, p. 12 and 25 October 1956, p. 12.
160. Euclid (Ohio) News-Journal, 1 November 1956, p. 1.
161. Record of Proceedings, February 23, 1979, p. 79-41.
162. Ibid., June 11, 1979, p. 79-129.
163. Ibid., March 8, 1982, p. 82-56.
164. Ibid., September 20, 1982, pp. 82-194 - 82-204b.

165. Touche Ross & Company, Cuyahoga County Public Library Systems Allocation of Intangibles Tax Revenue, April, 1983, p. I-2.
166. Ibid., III-2.
167. Ibid., III-3.
168. Ibid., III-5 and III-7.
169. Ibid., III-10.
170. Ibid., I-3.
171. Ibid., IV-3.
172. Ibid., IV-4.
173. Ibid., IV-4.
174. Ibid., IV-14.
175. Ibid., A-2, A-3, A-21.
176. Record of Proceedings, April 18, 1983, pp. 83-103 - 83-104.
177. Ibid., July 18, 1983, p. 83-175.
178. Ibid., Director's Report, January 16, 1984, p. 84-23.
179. Ibid., Resolution 4508, January 10, 1985, p. 85-2.
180. Ibid., January 20, 1986, p. 86-17.

BIBLIOGRAPHY

- Aldrich, Frederic Long. "History of Ohio Public School Library Legislation," Ph.D. Diss., Western Reserve University, 1953.*
- Burton, Arlynn Schmidt. "The Cuyahoga County (Ohio) Library System: A History," Master's thesis, Western Reserve University, 1952.*
- Collins, Lucile T. "A History of the East Cleveland Public Library," Master's thesis, Western Reserve University, 1951.*
- "Euclid Public Library, Fifty Years of Growth...Yours and Ours," Euclid Public Library - Pamphlet.
- Euclid Public Library, Record of Proceedings, 1935 - 1985.
- Fleischer, Miriam L. "A History of the Rocky River Public Library," Masters thesis, Western Reserve University, 1954.*
- Harris, Michael H. A Guide to Research in American Library History, Metuchen, N. J.: Scarecrow, 1968.
- Jones, George. "Materials Relating to the Development of a History of Public Libraries in the Western Reserve," Master's thesis, Kent State University, 1957.
- Miggins, Edward M., ed. A Guide to Studying Neighborhoods and Resources on Cleveland, Cleveland: Cleveland Public Library, 1984.
- Mutschler, Herbert F. "The Ohio Public Library and State Aid," Master's thesis, Western Reserve University, 1952.*
- Read, Mary Martha. "History of the Lakewood Public Library, Lakewood, Ohio: The First Twenty-Five Years, 1913-1938," Master's thesis, Western Reserve University, 1959.*
- Sell, Jill. "Euclid, A New Direction," Cleveland Magazine, March, 1989: B3-15.
- Shera, Jesse H. "On the Value of Library History," Library Quarterly 22 (July, 1952): 240-251.

Shera, Jesse H. "What the Historian Has Been Missing," Wilson Library Bulletin 40 (March, 1966): 639 and 650.

State Library of Ohio. Library Laws of Ohio, Columbus: State Library of Ohio, 1985.

Stiffler, Stuart A. "The Antecedents of the Public Library in the Western Reserve, 1800-1860," Master's thesis, Western Reserve University, 1957.*

Touche Ross & Company, Cuyahoga County Public Library Systems Allocation of Intangibles Tax Revenue, Cleveland: Touche Ross & Company, 1983.

Van Tassel, David D. and John J. Grabowski, ed., The Encyclopedia of Cleveland History, Published in Association with Case Western Reserve University, Bloomington, Ind.: Indiana University Press, 1987.

Voorhees, Leonard B. Euclid, Ohio 1787-1947: A Record of the Birth and Growth of an Industrial Community, Euclid: Euclid Historical Society and the Euclid Public Schools, 1972.

*The dissertation of Frederic Long Aldrich and the six Master's theses of Western Reserve University students are available at the Case Western University Archives under Accession No. A 86-041.

REF
977.131
R

EUCLID PUBLIC LIBRARY
631 EAST 222ND STREET
EUCLID, OHIO 44123
216-261-5300

EUCLID PUBLIC LIBRARY



A0000611696170